

POPULATION TODAY

Vol. 16, No. 9 September 1988

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Art Haupt

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PRB

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FROM THE EDITOR'S DESK

A population irony of our time: Just as statistical activities in developing countries have been rapidly expanding, equivalent programs in their wealthier neighbors are being curtailed.

Protests against census taking have increased in Europe to the point where no census has been conducted in the Netherlands since 1970 and the recent West German census was seven years late. Censuses in Europe are often accused of being an invasion of privacy or a waste of public funds. In the U.S., budget cuts have reduced the publications programs of many agencies (see page 4), although there has been little protest against the principle of census taking itself. Lately, U.S. marriage and divorce statistics collection was threatened with cancellation but that threat appears to have been averted for the moment.

The situation is doubly ironic given the expanding interest in "demographics" generally. People often expect that virtually any demographic question they may have can be answered, and are surprised when the statistic they're seeking isn't available for a particular ethnic group, geographic area, or time period more recent than the last Ice Age.

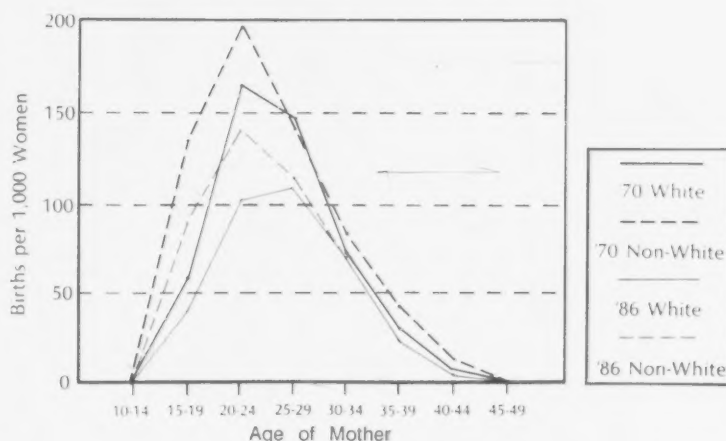
This reminds us, for no particular reason, of a story told by an interlocutor who was finishing a very detailed national survey interview on fertility and contraceptive practice. No problem, until he came to the last question—on income. At which point the respondent exclaimed, "I didn't know you were going to get PERSONAL!"

Anyone for reviving the idea of a five-year census?

— Carl Haub

SPEAKING GRAPHICALLY

U.S. Age-Specific Fertility Rates by Race, 1970 and 1986



Source: National Center for Health Statistics

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Editor: Arthur Haupt

Demographic Editor: Carl Haub

Book Review Editor: Denise Dowdell

Contributing Editors: Mary Kent (Survey Report), David Lamphere (Softwhere), Wendy Patriquin (Spotlight), Nazy Roudi (Population Update)

Consulting Editors: Thomas W. Merrick, Janine Adams, Roberta Yared, Alexander von Cube

Director of Publications: Stephen M. Goldstein

Production Assistant: Tracey A. Smith

Production Intern: Janette Burton

Circulation Director: Jacki Majewski

Manager of Development: Schuyler Richardson

Editorial and Circulation Offices:

Population Reference Bureau, Inc.
777 14th St., NW, Suite 800
Washington, D.C. 20005
(202) 639-8040

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Now, Legal Immigration Reform?

Preoccupation with the recent Immigration Reform and Control Act of 1986 (IRCA) has overshadowed the fact that immigration law in general is currently undergoing new scrutiny.

Concern is rooted in the nation's below-replacement fertility rate and its reliance on immigration to provide growth. Immigrants now compose about one-third of U.S. population increase; in 1987, 601,516 legal immigrants entered the U.S., including refugees and asylees. An unknown number also entered illegally; estimates run from 100,000 to more than half a million per year.

The most recent attempt to revise immigration policy is the proposed Immigration Act of 1988, which has already passed as a bill in the Senate by a vote of 88 to 4, and is pending in the House. Not since the Immigration Act of 1965, which was a series of amendments to the 1952 Immigration and Nationality Act, have there been

any revisions in legal immigration policy. The bill, sponsored by Sens. Edward Kennedy (D-Mass.) and Alan Simpson (R-Wyo.), proposes to reduce the emphasis of current policy on family unification, with more emphasis given occupational preferences.

Proposed Ceilings

The major changes that the Kennedy-Simpson bill would enact are as follows:

- a new annual ceiling of 590,000;
- a new set limit on family visas at 440,000, including immediate family members and family preference categories;
- a new cap limiting independent visas to 150,000, including occupational preferences and point system entries;
- a new per-country limit, under which immigrants from any one country may not exceed 7 percent.

In summary, the bill calls for the establishment of an annual ceiling of 590,000 legal immigrants. Currently there is no set level for yearly immigration, due to the unrestricted immigration available for immediate family members of U.S. citizens (spouses, minor children, and parents).

Under the Kennedy-Simpson bill, a total of 440,000 family-connected visas would be allocated per year. The family preference categories (for family members other than immediate) are determined after subtracting the total immediate relatives who immigrated in the prior year from the total 440,000. Current law also allocates according to preference but immediate family members are exempted; thus their total number is undetermined. The bill attempts to correct this by placing immediate relatives as top priority and then allocating the remaining slots by preference.

Continued on page 8

Current Immigration Law

(1987 total = 484,257 visas issued, except refugees)

IMMEDIATE FAMILY

1987 figures:

218,575
45% of total
admitted

Immed. family members of U.S. citizens
(spouses, minor children, parents)

Exempt from numerical limitations

PREFERENCE

211,809
44% of total
admitted

Visas issued
in order of
preference

Family	Not more than
1st: unmar. adult children of citzns	20%
2nd: immed. fam. of permanent res.	26%
4th: mar. adult children of citzns	10%
5th: brothers and sisters of citzns	24%
total	80%

Independent [ie, occupational]

53,873
11% of total
admitted

3rd: professional workers	10%
6th: skilled and unskilled workers	10%
total	20%

Subject to numerical limitations

Proposed Kennedy-Simpson Act

(Total ceiling, = 590,000 visas, except refugees)

FAMILY

Immed. family members of U.S. citizens
(spouses, minor children, parents)

Family ceiling:
440,000 visas
(75% of total
ceiling)

Nonimmediate Family

1st: unmar. adult children of citzns	15%
2nd: immed. fam. of permanent res.	65%
3rd: mar. adult children of citzns	10%
4th: never-married brothers and sisters	10%
Immed. family total	100%

Visas not used
by immed.
family become
available for
nonimmed.
family

INDEPENDENT

Preference

1st: special (certain professions, etc.)
2nd: professional workers
3rd: skilled workers
4th: "employment-generating investors"
total = not more than 55%

Independent
ceiling:
150,000 visas
(25% of total
ceiling)

5th "point system" entrants (qualifications
based on education, occupation, English
language skills, etc)
total = not less than 45%
independent pref. total = 100%
Subject to numerical limitations

Visas issued in
order of preference,
except for 5th
preference, which
must be at least
45% of total in-
dependent visas

Mexico City Policy Dealt Legal Setback

On July 5 a federal judge in Washington struck down the Reagan Administration's prolife "Mexico City policy" restricting U.S. family-planning assistance abroad.

Judge June L. Green was deciding in a suit brought against the U.S. Agency for International Development (AID) by the DKT Memorial Fund and two foreign co-plaintiffs. The suit contested the Reagan Administration's foreign assistance guidelines which make overseas family planning groups ineligible for U.S. government aid if they provide or refer for abortion.

The policy not only prohibited U.S. family-planning funds from being used for abortion, but required private family-planning organizations receiving such funds to refrain from abortion activities. In that respect, it went beyond existing law, which prohibits U.S. funds themselves from being used to promote abortion. The policy was originally announced by U.S. representatives at the 1984 UN-sponsored International Conference on Population, held in Mexico City (hence its nickname), and represented a new salient in the protracted war over abortion at home and abroad. AID spends \$213 million for population programs annually (as of Fiscal Year 1988).

Judge Green ruled, however, that such a sweeping prohibition violated the First Amendment rights of free speech and association entitled the U.S. organizations through which AID funds international family planning. The court order accompanying her decision applies to funding for both U.S. and foreign-based family planning groups, which are funded through U.S. groups.

Judge Green denied a request by the Justice Dept. that she stay her order. The government is now appealing that order. If the appellate court does not stay the order pending appeal, a new administration with its own population priorities is likely to be in power in Washington before the case is settled.

— A.H.

Incredible Vanishing Statistics

As the U.S. economy and population grow in size and complexity, so do the value and utility of U.S. economic and social statistics. These numbers "are the heavenly bodies of economics," as *Time* magazine poetically put it, in the sense that business and policy planners use them as stars to steer sales campaigns and public programs by.

But the 1980s have seen a significant diminishing of federal statistical gathering and dissemination. Budget cuts and government philosophical shifts have been among the causes for this downward trend. But the result, writes Katherine K. Wallman in a new report in PRB's *Population Trends and Public Policy* series, has been that government agencies collect information less frequently, garner less content, and have curtailed the scale, or the timeliness, of distribution of the resulting data.

Consequently, the output of important U.S. data has slackened. Wallman, executive director of the Council of Professional Associations on Federal Statistics (COPAFS), based in Alexandria, Va., tallies the reductions: The Census Bureau's Current Population Survey, for example, has suffered reductions in sample size, causing loss of data quality and geographic detail. What was once the Annual Housing Survey is now conducted every two years. The National Center for Health Statistics has severely reduced the frequency of seven major surveys.

Another significant yardstick: Overall, the normal operating budgets of nine agencies producing economic statistics have fallen from \$570 million in 1980 to \$498 million in 1988 (as measured in constant 1988 dollars), a decrease of nearly 13 percent.

Meanwhile, the Reagan Administration and others have been evolving alternative "philosophies" of how much statistical gathering there should be. A long-term government concern over the "burden" of government surveys on their respondents has culminated in the Office of Management and Budget "almost exclusively" evaluating data-collection proposals in terms of the potential burden. This was most visibly

apparent in the 1987 flap over abridging the 1990 Census form. (Ultimately, after data user protests, changes to the form are now slated to be minor; see December 1987 *PT*.)

Austerity has also reduced funds available to improve or extend statistical gathering, hobbling progress in the field. Deregulation of private sector businesses has meant they no longer have to provide statistics concerning their operation to the government. And the rise of a lucrative new information industry that actually makes money from statistics has fostered not only privatization but a "user-fee"-based interface between government data suppliers and private data customers. This mercantile trend, Wallman suggests, may discourage the generation of data that are needed but don't have obvious profit potential; also, because of fee scales, data are less accessible to the general public.

What are the alternatives? Wallman lists suggestions that have been made to protect the government's statistical apparatus. These range from consolidating the principal statistical agencies into a single, independent government office to removing statistical functions from the Office of Information and Regulatory Affairs and perhaps the Office of Management and Budget. In any case, Wallman argues, "Only the federal government can produce statistical series which are uniform and consistent for the Nation as a whole and which are of unquestioned honesty and integrity."

— A.H.

Copies of "Losing Count: The Federal Statistical System," by Katherine K. Wallman, No. 16 in PRB's *Population Trends and Public Policy* series, are available for \$3.00 per single copy; 2-10 copies, \$2.30 each; 11-50 copies, \$1.90 each; 51 or more, \$1.50 each. Orders of \$50 or less must be prepaid and include \$1.00 for postage and handling. Send order and remittance to Population Reference Bureau, Inc., Circulation Dept., P.O. Box 96152, Washington, D.C. 20090-6152. Make checks payable to PRB.

U.S. Poverty Rate Holding Steady

About 13.5 percent of the U.S. population lives in poverty, as of 1987, according to figures just released by the Census Bureau.

That figure is statistically the same as in the previous year. Poverty in the U.S. has declined since 1983, though it still remains well above the recent low of 11.4 percent reached in 1978 before the 1981-1983 recession bumped the rate upward (to the two-decade high of 15.2 percent reached in 1983).

The poverty threshold — e.g., \$11,611 annual income for a family of four in 1987 — is defined by the U.S. Office of Management and Budget. It does not include the value of noncash benefits.

Michael F. Brewer 1929-1988

Dr. Michael F. Brewer, PRB's president from 1971 to 1974 and a trustee for many years, died on July 26 after a long illness.

Dr. Brewer was a native of New York City and a graduate of Yale University. He held a master's degree in natural resources conservation from the University of Michigan and a doctorate in agricultural economics from the University of California at Berkeley.

Prior to his tenure at PRB, he served on the staff of the Council of Economic Advisors during the Kennedy Administration and as vice president of Resources for the Future. After leaving PRB, he served in the Carter Administration and as director of the National Agricultural Land Study for the Council on Environmental Quality. He authored a 1981 PRB *Population Bulletin* on "The Changing U.S. Farmland Scene" and was honored as a PRB Fellow.

A memorial service will be held Saturday, Sept. 17, at 11 a.m. at Cedar Lane Unitarian Church in Bethesda, Md.

— I.M.

SURVEY REPORT

Guatemala

Only 23 percent of eligible women in Guatemala use contraception, according to results of the 1987 National Survey of Maternal and Infant Health of Guatemala. The survey, conducted under the Demographic and Health Survey project, included 5,122 women aged 15 to 44.

Between 1982 and 1987, the total fertility rate (TFR) was an average of 5.6 lifetime births per woman, while the survey indicated that many women would prefer fewer children.

Ninety percent of the women who were familiar with contraception also knew where to obtain it. The pill and female sterilization are not only the most widely known but also the most commonly used methods: 18 percent of married women had used the pill at least once and 10 percent had been sterilized.

Although 34 percent of married women reported that they had practiced family planning, only 23 percent were contracepting at the time of the survey. Eighteen percent used a modern method and 5 percent preferred a traditional one. Female sterilization was the most prevalent method, followed by the pill and rhythm, used by 4 percent and 3 percent, respectively.

Women over age 30 were almost twice as likely to be contracepting as younger women, and 41 percent of urban women used contraceptives compared to only 15 percent of rural women. The survey reported that over a third of the non-indigenous (i.e., non-Indian) Guatemalan women practiced contraception but only 6 percent of the mostly rural indigenous women were contracepting.

The private sector supplies two-thirds of the contraceptives used by Guatemalan women, of this,

Inter American Development Bank



Guatemalan children play

the Association for Family Welfare (APROFAM) distributes just over one-third, with private clinics and doctors providing the remainder. In the public sector, nearly half of the contraceptives are provided by public hospitals, the rest by health centers and the Guatemalan Institute of Social Security (IGSS).

The reproductive intentions of noncontraceptors gives some measure of the unmet need for family planning. Two-thirds of married women who do not want more children were also not contracepting. In urban areas, 47 percent of women who do not want more children did not contracept compared to 79 percent in rural areas. The unmet need is greatest among the Indian population: 91 percent of the indigenous women who did not want more children were not using contraception. The largest gap in the unmet need occurs between women of differing educational attainment: 84 percent of those with no education, compared to 24 percent of those with a high school education, were not contracepting.

— Linda Owens

Linda Owens is a PhD candidate at the Univ. of Illinois at Urbana-Champaign.

DEMOGRAPHER'S PAGE

Alternative Resources For Teaching Demography

by Jill S. Grigsby

This article is adapted from the author's paper "Alternatives and Supplements to Standard Demography Textbooks," presented at the annual meeting of the Population Association of America, New Orleans, La., April 1988.

Most students enrolled in an undergraduate demography course will never become professional demographers and may never meet a demographer apart from the course instructor.

But after college they will surely hear and read much about "demographics" in the media, and many will use demographic information in their work. Thus their demography course can offer a singular opportunity for them to obtain a basic understanding of the field—What concepts do demographers study? What kind of data do they use? How do they organize and present data?

Learning Basics

Textbooks play a part. Most standard demographic texts—widely used in introductory demography courses—explain concepts and data sources, demonstrate simple measures, and summarize substantive research findings.

Upper-level undergraduate courses, however, even those with no demography prerequisites, often assign no textbook readings but instead rely primarily on articles and book chapters put together in a "course pack" at a duplicating store.

Even instructors who do use textbooks often assign supplementary readings that cover additional substan-

tive material. In short, most textbooks fall short of achieving the pedagogical objectives of an undergraduate demography course—objectives for whose sake it may be worthwhile to leave out some substance in exchange for a reading which can accomplish some of the following goals:

First, students should be active participants, not simply passive consumers of information.

Instructors want students to think critically as they learn and not accept everything they read or hear at face value. Undergraduates need to develop a skeptical orientation toward published data and the conclusions analysts draw from data.¹ Moreover, undergraduates should begin to acknowledge that even reliable and valid data can generate more than one interpretation (i.e., data never "speak for themselves").

In some undergraduate demography courses, instructors will assign readings which represent opposing perspectives. Few instructors, however, are willing to assign flawed readings to their students, even though giving students a chance to point out inconsistencies and problems can further their intellectual development.

Most alternatives or supplements to demography textbooks are relatively short—an article or book excerpt. When students are assigned an entire book or large sections of a book, they must learn to read selectively, deciding what parts are most relevant to the course and drawing out the author's main argument.

It is tempting to prune or condense class readings for the sake of efficiency, which may be necessary for most of the course, particularly one aimed at freshmen and sophomores. More advanced students, however, can use practice in critically reading an entire book, and one or two books in a semester can substitute for several articles.

Second, such a course should make connections to the rest of the undergraduate curriculum and to other aca-

demic or intellectual disciplines.

College students may be surprised to learn that many of the world's influential scientists, philosophers, and public figures have included population issues in their writings or speeches. Students should also see the relationship between demography and the methods and theories of other social sciences. Even when a demography course is taught within one department, usually sociology, students often read articles by economists, anthropologists, or historians which deal with population issues.

Finally, an undergraduate demography course should demonstrate the ways public and private decisions affect demographic processes and structure.

What is good for the individual may not necessarily be optimal for society. Students should become aware of the intended and unintended impact governmental policies have on fertility, mortality, and migration. To raise these issues, some textbooks include at the end a chapter on population policy; others integrate policy issues through-

Box 1: Undergraduate Course Resources

Institutions

Population Communications Services,
Johns Hopkins Univ.
Population Reference Bureau, Inc.
U.S. Census Bureau

Periodicals

American Demographics
Atlantic Monthly
Challenge
Christian Science Monitor
Daedalus
Harper's
Los Angeles Times
The New Republic
New York Times
Population and Development Review
Populi
Public Opinion
Science
Scientific American
Wall Street Journal

Box 2: Overviews of Population Trends

Lester Brown et al. *State of the World, 1988: A Worldwatch Institute Report on Progress toward a Sustainable Society*. New York: Norton, 1988.

Werner Fornos, *Gaining People, Losing Ground: A Blueprint for Stabilizing World Population*. Washington, D.C.: Population Institute, 1987.

Scott W. Menard and Elizabeth W. Moen, Eds. *Perspectives on Population: An Introduction to Concepts and Issues*. New York: Oxford University Press, 1987.

Jane Menken, Ed., *World Population and U.S. Policy: The Choices Ahead*. New York: Norton, 1986.

Thomas Merrick, with Population Reference Bureau, Inc., staff, "World Population in Transition," *Population Bulletin*, Vol. 41, No. 2. Washington, D.C.: Population Reference Bureau, Inc. 1986.

Scientific American, *The Human Population*. San Francisco: Freeman, 1974.

World Bank, *World Development Report 1984* [special theme of population issues]. New York: Oxford University Press, 1984.

out the course, which is my preference and which is easy to do with alternative readings.

Resources for Courses

Most books and articles which demographers read for their research are not appropriate for undergraduate courses, particularly at the introductory levels. Upper-level students should be aware of professional journals, especially if they are using libraries to write research papers, but in general, journals like *Demography* or *Population Studies* are not good sources for undergraduate class readings. The resources in Box 1 can serve the purposes of an undergraduate demography course more effectively.

One exceptional professional journal is *Population and Development Review* (PDR). The research articles do not require a sophisticated background in statistics or even demographic methods, and many instructors use articles from PDR in their undergraduate courses. In addition to research articles, the documents section contains

short selections (e.g., China's 1981 marriage law) in a printed format students find easy to read. Essays on population by famous persons like Benjamin Franklin, Adam Smith, and George Bernard Shaw have appeared in an archives section.

Another meaty resource for undergraduate class readings is *Scientific American*, which occasionally includes articles dealing with the core of demography. The authors present research findings in a nonacademic format, without footnotes or references to distract the reader. The figures and tables are easy to understand and do not require prior statistical knowledge.*

Although they contain copious tabular material, the U.S. Census Bureau's various reports (e.g., *Current Population Reports*, Series P-23, *International Population Reports*, Series P-95) usually include an introduction summarizing the data and describing the trends in clear English. The Bureau also offers a College Curriculum Support Project.

The Population Reference Bureau, Inc. (PRB), is a valuable resource for class readings, audiovisual materials, and teaching ideas (in *Population Education Interchange*, the quarterly newsletter for teachers).

Other periodicals that appear frequently on undergraduate syllabi are listed in Box 1. Some of the book reviews in these magazines highlight material which demography students would not ordinarily come across in the course of their research. Many newspapers also feature local demographic issues, such as the effect of recent migration patterns on school enrollments. Students can analyze these articles using their demographic tools as well as their own first-hand knowledge.

Substantive Overviews

One advantage of using a textbook is that students receive a succinct overview of demographic facts and find-

ings, something many undergraduates find comforting. Students taking upper-level courses, however, may find textbooks too general or bland, particularly if the course focuses on a special theme, like "Contemporary Population Problems" or "Population and the Environment."

These courses often have no prerequisites, so that students need background reading early in the semester. The books in Box 2 summarize demographic issues, not always as a textbook would, but rather around specific themes which will be more relevant to some courses than others.

Continued next page

Box 3: Demographic Methods and Techniques

Printed Material

Shirley Foster Hartley, *Comparing Populations*. Belmont, Calif.: Wadsworth, 1982.

Arthur Haupt and Thomas T. Kane, *Population Handbook* (2nd ed.). Washington, D.C.: Population Reference Bureau, Inc., 1985.

James Palmore and Robert Gardner, *Measuring Fertility, Mortality, and Natural Increase*. Honolulu, Hawaii: East-West Center, 1984.

U.S. Census Bureau, *Census '80: Projects for Students*. Washington, D.C.: U.S. Government Printing Office, 1981.

Microcomputer Software

Applied Population Laboratory & Center for Demography and Ecology, Univ. of Wisconsin, *Population Pyramids* [program for the IBM PC], 1986.

ESCAP, *ESCAP/POP: A Computer Program for Projecting Populations by Age and Sex* [program for the IBM PC], Population Research Leads No. 22. Bangkok, Thailand: ESCAP, 1986.

The Futures Group, *DEMPROJ-A Demographic Projection Model for Development Planning* [program for the IBM PC]. Washington, D.C.: The Futures Group, 1987.

Ned Levine, "Halley": *A Population Analysis Program Using Lotus 1-2-3* [program for the IBM PC]. Los Angeles: University of California, Graduate School of Architecture and Urban Planning, 1986.

Robert Sendek, *FIVFIV/SINSIN for IBM-PCs and Compatibles*. New York: Population Council, 1986.

*A list of recent population selections from *Scientific American* is available free by writing *Population Today* and enclosing a self-addressed, stamped envelope.

Teaching Demography

Continued from preceding page

Menard and Moen's *Perspectives on Population* provides one of the few collections of articles in a single volume. It is comprehensive enough to serve as a primary text, though it may be too expensive (\$24.95 in paper) to include on a course reading list with other books. The *Scientific American* volume (1974) is dated, yet contains enough classic articles to still merit a place on many undergraduate course reading lists. The Fornos and Menken books place population issues in a policy framework, focusing on international options for the U.S.

Methods and Techniques

Most undergraduate demography courses include some discussion of demographic methods. Instructors who use textbooks may want more detailed explanations of certain techniques; for example, constructing a life table, which Palmore and Gardner's *Measuring Fertility, Mortality, and Natural Increase* provides. Instructors who do not use textbooks almost always include at least one of the selections in Box 3.

As personal computers become even more widely available, software for teaching demographic techniques should proliferate. "Pyramids," developed at the Univ. of Wisconsin, leads students through a series of menus, showing them how to construct and interpret population pyramids. The other software packages in Box 3 produce population projections and are easy enough for undergraduates to use with minimal instruction.

Conclusions

The readings for an undergraduate demography course cannot be simply "watered down" versions of a graduate course syllabus. Putting together an appropriate undergraduate reading list requires instructors to look beyond the material they come across for their own research papers and to examine the ways nondemographers look at population issues and trends. The rewards from this time-consuming process will certainly show up in the classroom and can spark a new line of research as well.

Reference

1 Dudley Poston and Teresa Sullivan, "Developing Demographic Literacy and Evaluation Skills: Techniques for the Introductory Demographic Course" *Teaching Sociology*, Vol. 14, No. 2, April 1986.

Empire State Adjusts to Post-#1 Era

New York State has always held a key position among American states. With shifting national trends, however, including internal migration of people and resources toward the Sun Belt, the position and make up of the Empire State are changing. A new PRB report written by Leon F. Bouvier and Vernon M. Briggs, Jr., examines those changes from a population viewpoint.

New York's 1988 population stands at about 17.8 million. Its days of rapid population increase ended four decades ago. California's population passed it in 1963, and it is likely to be passed by Texas in the 1990s and by Florida early in the next century.

In terms of numbers of groups represented, New York is probably the most ethnically diverse state—a diversity that is likely to increase as the influx of new immigrants continues, the report says.

By 1990, projections show that non-Hispanic whites will make up two-thirds of the state's population, while 15 percent will be black, 14 percent Hispanic, and 4 percent Asian. If present trends continue, by 2040, Hispanics will outnumber non-Hispanic whites. Similar trends are projected to take place in New York City, where, the report states, changes in racial and ethnic composition have resulted in there being "no majority group today."

Occupations and labor force composition will also be shifting. And, important for education policymakers, the changes in overall population composition will be preceded, and exceeded, by massive shifts in the composition of the school-age population.

—A.H.

The Population and Labor Force of New York: 1990 to 2050 (92 pages), is available from PRB, Circulation Dept., Population Reference Bureau, Inc., Box 96152, Washington, D.C. 20090-6152 for \$10 per copy. Orders of \$20 or less must be prepaid and include an additional \$1 for postage and handling. Make checks payable to PRB.

Immigration Reform?

Continued from page 3

Current immigration law sets aside about 55,000 visas for immigrants who qualify under the occupational preference categories. These are for professional or highly skilled immigrants and their families and for needed skilled or unskilled workers and their families. Admission of refugees remains guided by the Refugee Act of 1980 under which an annual ceiling is set by the President after consultation with Congress.

\$1 Million Visas

The Kennedy-Simpson bill, in a significant shift, would allot a total of 150,000 "independent" or nonfamily visas. Fifty-five percent of these would be apportioned by preferences similar to the existing system—plus an extraordinary new category of preferences for "employment-generating investors." Each of these immigrants would qualify for entry by promising to invest \$1 million in the U.S. and employ at least 10 U.S. citizens or permanent residents.

The remaining 45 percent of the independent visas (plus any unused by the other independent preferences) would be allocated to individuals who qualify according to a point system based on the skills and attributes they possess such as education, occupation, age, English language skills, and "occupational demand."

The point system is designed to be flexible in terms of the needs of the U.S. labor market, so that at times particular occupations may be designated as "in demand" and qualified applicants would receive points for being able to fill the need. Numbers of refugees, asylees, and aliens whose status was being legalized would continue to be unrestricted (admitted in addition to the national level).

Other modifications in the Kennedy-Simpson bill: For the first three years, 30,000 visas would be borrowed from the independent category and distributed to the backlogs of "fifth preference" applicants (brothers and sisters of U.S. citizens), and no labor certification is needed for independent immigrants entering through the point system category.

The shift in emphasis, from family unification to occupational qualifications, although not numerically dramatic, is ideologically significant. Currently about

90 percent of legal immigrants enter the U.S. under one of the family preference provisions. The Kennedy-Simpson bill does not reduce the visas available for family members, but through the increase in independent visas, total family connection visas will fall to about 80 percent of all visas. This shift is an attempt to emphasize skills and contributions in the "national interest."

The new bill would endeavor to remove from the current system the "unintentional discrimination" that results from the strong reliance on family ties between immigrants. According to Sen. Simpson, the two unintended consequences of immigration law that went into effect when the system was revised in 1965 are that a few countries have come to dominate the legal immigration system and the level of immigration has risen dramatically. (The top three sending countries in 1987 were Mexico, 72,351; the Philippines, 50,060; and South Korea, 35,849.)

"Although neither of these two results was anticipated by those who drafted the 1965 amendments and neither of the effects developed immediately," said Simpson, "the consequences have become clear and stark over the past 23 years, and the time is now ripe for change."

Not coincidentally, the majority of those taking advantage of the family preference emphasis and being reunited with their family members are also immigrants from both Asia and Latin America. Those concerned with the future composition of the U.S. have concluded that, if continued, the current emphasis on family ties promotes immigration from a region long after heavy initial immigration has taken place. Although maintaining families is a recognized priority, clearly many family-connected immigrants are not necessarily people with needed skills and education whose entry is also a policy goal.

At the core of the immigration reform effort is the issue of the composition of America's future population. The idea of restricting the present Asian and Latin American influx and promoting a renewal of European immigration alarms those who feel the implications of such a movement could be construed as racist. In the eyes of these critics, there is only a slim chance of such a bill becoming law.

—Audrey Singer

Audrey Singer is a PhD student in sociology at the Univ. of Texas at Austin.

SOFTWARE

The Population Reference Bureau, Inc. announces two new data diskettes: The ever-popular *World Data Sheet 1988* and the recently published *Metro Data Sheet*.

These databases, each of which come in a Lotus 1-2-3 ver. 1A format for the IBM PC, are PRB's electronic version of the popular wall charts.

PRB received tremendous favorable response with last year's release of a 1987 Data Sheet diskette. With it, users who

have a personal computer and Lotus have been able to sort and select data for 174 countries. Touching the recalc key enables them to instantly project the effects of "what-if" scenarios on the world and its regions. (Such operations are difficult to calculate with the printed Data Sheet, as useful as it is.)

The price: \$10 per diskette for individuals or nonprofit or academic institutions and \$50 for corporations. Contact David Lamphere at PRB.

—D.L.

POPULATION UPDATE

Estimated United States Population:

As of May 1, 1988	245,695,000
As of May 1, 1987	243,511,000

The above estimates, the latest available, include armed forces overseas and are from U.S. Bureau of the Census, *Current Population Reports*, Series P-25, No. 1027.

Estimated World Population:

As of September 1988	5,143,000,000
Annual growth	89,000,000

Estimated by extrapolation from the mid-1988 population on PRB's *World Population Data Sheet*.

Latest Provisional Statistics for the U.S.: March 1988

Item	12 months ending with March					
	Number		Rate			
	1988	1987	1988	1987	1986	1985
Live births	3,833,000	3,735,000	15.7	15.5	15.8	15.6
Deaths	2,167,000	2,089,000	8.9	8.6	8.7	8.8
Natural increase	1,666,000	1,646,000	6.8	6.9	7.1	6.8
Marriages	2,397,000	2,408,000	9.8	10.0	10.1	10.4
Divorces	1,167,000	1,160,000	4.8	4.8	5.0	4.9
Infant deaths	38,300	38,300	10.0	10.3	10.5	10.6
Population base (in millions)			243.9	241.6	238.9	236.7

Note: Rates are given per 1,000 population, except for infant deaths, which are given per 1,000 live births.

Source: *Monthly Vital Statistics Report* (Vol. 37, No. 3) from the National Center for Health Statistics.

TAKE A NUMBER

All the Russias: A new series of detailed population projections for the USSR has been prepared by the Census Bureau's Ward Kingkade. The projections cover the period 1979 (the date of the last Soviet census) to 2050 and suggest phenomenal growth for non-Russian nationalities. Russians are barely a majority now in the USSR — 51 percent — and would sink to 40 percent by 2050 under the projections' "medium variant." Russians would still be the largest single nationality group, even by 2050, but the radically shifting ethnic balance will create some vexing problems for Soviet authorities. By 2000, one-third of the draft-age population will consist of non-Europeans whose lack of technical training

and Russian language skills will reduce their value to the army. In addition the untrained and relatively immobile population in the Central Asian republic offers little relief for labor force shortages in the Russian and other European Republics where industry is concentrated.

For complete details on the projections and the assumptions used, *USSR: Estimates and Projections of the Population by Major Nationality, 1979 to 2050* may be ordered from Commerce/Census (CIR), Room 707, Scuderi Bldg., U.S. Census Bureau, Washington, D.C. 20233. Price: \$10.00.

Major Nationalities in the USSR

Group	1979 (est.)		2050 (proj.)	
	No.	%	No.	%
Total	264,129	100.0	370,192	100.0
European	202,434	76.6	215,926	58.3
Slavic	190,362	72.1	202,205	54.6
Russian	138,267	52.3	148,233	40.0
Other	12,073	4.6	13,722	3.7
Central Asian	26,360	10.0	99,589	26.9
All Other	35,335	13.4	54,678	14.8

Note. In addition to Russian, Slavic includes Ukrainian and Byelorussians; other European includes Lithuanians, Latvians, Estonians, Moldavians, Jews, and Germans; Central Asians comprise Kirgiz, Uzbeks, Kazakhs, Turkmen, and Tadzhiks, and All Other comprises Georgians, Azeris, Armenians, Tatars, and Chuvash.

— C.H.

POSITIONS/PROFESSIONALS

The Rockefeller Foundation invites doctoral students from sub-Saharan Africa to apply for **African Dissertation Internship Awards**. The program enables students enrolled in U.S. universities to return to Africa for extensive field research in areas relevant to economic development or poverty alleviation. Priority is given to topics in the fields of agricultural, health, and life sciences, but other proposals are welcome. Applicants are responsible for arranging affiliation with an African institution.

Preliminary inquiries are encouraged to determine the appropriateness of the research topic and the institution. Deadlines for application are Oct. 1, 1988, and Mar. 1, 1989; it is strongly urged that applications be submitted well in advance of the proposed field work's expected study date.

For further information, contact: African Dissertation Internship Awards, The Rockefeller Foundation, 1133 Ave. of the Americas, New York, N.Y. 10036.

ADDENDA



"In order to expedite the handling of the increased population, we have incorporated the use of computers and account numbers. Your account number is 8-514306-25. Please refer to it in all future communications. Thank you."

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CURRENT READINGS

PRB welcomes materials on population topics for possible inclusion in Current Readings. Publishers may address review copies to Book Review Editor, *POPULATION TODAY*, Population Reference Bureau, 777 14th St., N.W., Washington, D.C. 20005.

BERELSON ON POPULATION, edited by John A. Ross and W. Parker Mauldin. New York, N.Y.: Springer-Verlag, 1988. 275 pages. ISBN 0-387-96716-8 \$28.95.

Bernard Berelson joined the staff of The Population Council in 1962 as the Director of the Communication Research Program. He was not a trained demographer but possessed an impressive background in social science and a remarkable ability to absorb and synthesize information. He became Vice President within a year, and when Frank Notestein retired from the Council in 1968 he succeeded him as President. His dedication to the population field continued into the next decade.

This book contains 14 articles, either authored or co-authored by Berelson. The editors briefly review the articles selected for presentation and outline some of Berelson's groundbreaking contributions to the field: the establishment of *Studies in Family Planning*, the first journal in the field of population; the concept of incorporating family planning into postpartum care; and the Taichung experiment in Taiwan, the first large-scale study of a family planning program in the developing world.

One of Berelson's most important contributions to the population field, however, was his ability to gather, synthesize, and disseminate information. In the early 1960s, rapid population growth in developing countries was gaining widespread attention, but information regarding family planning, fertility, and develop-

ment was not widely available. Berelson's published materials influenced not only those who sought to construct theoretical models of fertility decline, but also those who were to establish and implement population and family planning policies.

In reading the book, one is struck by his ability to gather and present large quantities of information with a high degree of clarity and organization. He synthesizes and distills the information into a concise analysis which frequently leads to creative insights. The reader is encouraged to draw conclusions and to ponder possible future action based on the data presented. While some of the material has become less relevant with the passage of time, the book should be required reading for students and activists in the field. His analytic but pragmatic approach renews one's will to continue seeking ways to improve the quality of life for everyone.

— Judy C. Felt

Books Received

THE AGING POPULATION IN THE TWENTY-FIRST CENTURY, by National Research Council, Panel on Statistics for an Aging Population. Washington, D.C.: National Academy Press, 1988. 321 pages. \$19.95.

AMERICAN FAMILIES AND HOUSEHOLDS, by James A. Sweet and Larry L. Bumpass. (The Population of the United States in the 1980s. A Census Monograph Series.) New York: Russell Sage Foundation, 1988. 416 pages. \$19.95 (cloth).

THE CENSUS CATALOG AND GUIDE: 1988. (GPO Stock No. 003-024-06785-4) Annual. Washington, D.C.: Government Printing Office, 1988. 392 pages. \$19.00 prepaid.

CHINA IN-DEPTH FERTILITY SURVEY (PHASE - I), Principal Report. Volumes I and II prepared by the Department of Population Statistics of State Statistical Bureau, October 1986. (Series CIDEFS Nos. 4 and 5) Beijing: State Statistical Bureau, 1987.

DEMOGRAPHIC YEARBOOK 1986, compiled by the Department of International Economic and Social Affairs, Statistical Office. New York: United Nations, 1988. 1233 pages. \$110.00 (cloth).

ENQUETE DEMOGRAPHIQUE ET DE SANTE AU SENEGAL 1986, by Salif Ndiaye, Ibrahima Sair, and Mohamed Ayad. Columbia, Md.: Demographic and Health Surveys, Institute for Resource Development/Westinghouse, 1988. 173 pages.

THE HISPANIC POPULATION IN THE UNITED STATES, by Frank Bean and Marta Tienda. (The Population of the United States in the 1980s. A Census Monograph Series.) New York: Russell Sage Foundation, 1987. 456 pages. \$42.50 (cloth).

HOUSING AMERICA IN THE 1980s, by John S. Adams. (The Population of the United States in the 1980s. A Census Monograph Series.) New York: Russell Sage Foundation, 1987. 328 pages. \$65.00 (cloth).

MICROCOMPUTER SOFTWARE FOR POPULATION AND DEVELOPMENT PLANNING: Proceedings of a Workshop compiled by Committee on Population. Washington, D.C.: National Academy Press, 1988. 34 pages.

MODELLING HOUSEHOLD FORMATION AND DISSOLUTION, edited by Nico Keilman, Anton Kuijsten, and Ad Vossen. New York: Oxford University Press, 1988. 298 pages. \$67.00 (cloth).

PLANT CLOSINGS: International Context and Social Cost, edited by Peter H. Rossi, Michealk Useem and James Wright. New York: Aldine De Gruyter, 1988. 193 pages. \$38.95 (cloth).

REFUGEES: A Third World Dilemma, edited by John R. Rogge. Totown, New Jersey: Rowman & Littlefield, 1987. 370 pages. \$43.50 (cloth).

REPUBLICA DOMINICANA ENCUESTA DEMOGRAFICA Y DE SALUD DHS - 1986, by Consejo Nacional de Poblacion y Familia and Institute for Resource Development/Westinghouse. Columbia, Md.: Westinghouse, 1987. 39 pages.

UNITED NATIONS POPULATION POLICY PAPERS: No. 81. Assessing the Demographic Consequences of Major Development Projects. Proceedings of a United Nations Workshop, New York, 1-4 December 1986. (ST/ESA/SER.81) New York: United Nations, 1988. 183 pages.

NO. 82 CASE STUDIES IN POPULATION POLICY: Kuwait (ST/ESA/SER.82) New York: United Nations, 1988. 58 pages.

VITAL STATISTICS OF THE DISTRICT OF COLUMBIA 1985, prepared by the Dept. of Human Services, Office of Policy and Planning, Research and Statistics Division. Washington, D.C.: Government of the District of Columbia, undated. 110 pages.

WORLD DEVELOPMENT REPORT 1988 compiled by the World Bank. New York: Oxford University Press, 1988. 307 pages. \$30.00.

SPOTLIGHT

PANAMA

Population (1988 est.): 2.3 million
Land area: 29,761 sq. miles
Births per 1,000 pop.: 27
Deaths per 1,000 pop.: 5
Rate of natural increase: 2.2 percent
Total fertility rate: 3.3
Infant mortality rate: 25 deaths per 1,000 live births
Life expectancy at birth: 71 years
GNP per capita: \$2,330
Capital: Panama City

by Wendy Patriquin

Panama and its narrow isthmus between North and South America have played an important role in history, particularly in international trade. The country gained its independence from Spain in 1821, then became a part of the adjoining Republic of Greater Colombia until 1903, when the canal-hungry United States encouraged it to break away as an independent nation.

The U.S. then built the long-dreamed of Panama Canal, which was completed in 1914. The five-mile strip of land on either bank known as the Canal Zone was leased by the U.S. for a yearly payment until, after years of effort, treaties were approved in 1978 allowing for transfer of the Canal to Panama. The U.S. will continue to keep defense forces in the Canal area until this treaty expires in 1999.

Most of Panama's population is mestizo, primarily of mixed Spanish-Indian ancestry. The country also includes small groups of blacks (mostly of West Indian origin), whites, Indians, and Asians. There are three major Indian groups: the Cuna, who inhabit islands off the Atlantic coast, the Guayami who live in the western highlands, and the Choco who live in the eastern jungles. Roman Catholicism is the religion of the majority of the population, as traditional native Indian religions have virtually disappeared.

In the post-World War II period, migration to urban areas has been

large and continuous. It is currently estimated that half the population lives in the nation's cities. Those who live in urban areas where trade and Canal-related services provide the bulk of employment have a relatively high standard of living. This is contrasted with the rural population which lives primarily at a subsistence level.

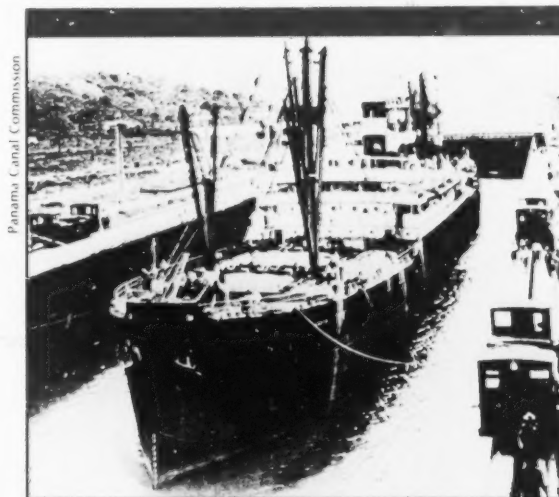
The economy is predominantly agricultural, with major products for local consumption being corn and rice, supplemented by such major export items as bananas, sugar, cocoa, and shrimp. The 52-mile-long Canal, which connects the Pacific and Atlantic Oceans, is the largest source of income in the country. Revenues from the Canal tend to make up for the difference between exports and imports. The Canal has tended to diminish in importance as most modern oil tankers and bulk cargo ships are too large to use it. Current development plans aim to reduce dependence on imported petroleum (which accounts for the bulk of Panamanian imports), develop natural resources, increase food production and create jobs.

Panama is one of the few developing countries that has been passing rapidly through the transition from

high fertility/rapid growth to low fertility/slow growth. This has happened more as a result of individual personal choice than from official efforts—the government itself has never shown a deep concern for the effects of rapid population growth. Nearly 15 years ago, the Ministry of Health added family planning as a service of the public medical and health facilities, primarily as a maternal and child health activity.

Panama's total fertility (TFR) rate of 3.3 average lifetime children per woman is low by Latin American standards, lower than neighbor Costa Rica's 3.6, and about at the level of Brazil and Argentina. The UN projects a TFR of 2.6 children per woman by 2000, and 2.1 (replacement level) by 2025.

Knowledge of contraceptive methods is virtually universal at all levels of Panamanian society. Almost three-quarters of all ever-married women claim to have at some time used a contraceptive method. As would be expected, women with more than seven years of education have used contraception more than women with fewer than four years of education (84 versus 47 percent).



Ship passes through the Panama Canal in 1914.